

CANADIAN

Welfare

June 1

	PAGE
The Spotlight Turns to Winnipeg	1
"Full Employment" for Post-War Canada—Part I	2
Canadian Welfare Council's Twenty-Third Annual Meeting	3
Fiftieth Anniversary of Child Protection in Ontario	9
Post-War Planning and the Role of Social Security	10
A Prairie School of Social Work	18
Development in American Roman Catholic Charities	20
A Twentieth Milestone	24
Pourquoi le Gaspésien Est-il Coopérateur?	28
Ontario Old Age Pension Inadequate	31
Safeguarding Vision in War Industries	32
National Planning Needed for Canadian Children	35
Conchiching Summer School	37
Beatrice Webb—Impenitent Reformer	38
About People	39

JUNE 1
1943

VOL. XIX
No. 2



Canadian Welfare Council
OTTAWA - CANADA

CANADIAN

Welfare

*a magazine on social welfare
published eight times a year by*

THE CANADIAN WELFARE COUNCIL
245 COOPER ST., OTTAWA, CANADA

PUBLICATION DATES

January 15th, March 1st, April 15th,
June 1st, July 15th, September 1st, October 15th, December 1st.

Subscription price, \$1.50 per annum.
Single copies 25 cents

Printed by Ramage Press, Ltd., Ottawa

The Canadian Welfare Council

Was founded in Ottawa, in 1926, as the result of a National Conference of Child Welfare Workers,
convened by the Child Welfare Division, Dominion Department of Health.

OBJECT

- (1) To create throughout the Dominion of Canada an informed public opinion on problems in the field of social welfare.
- (2) To assist in the promotion of standards and services which are based on scientific principles and which have been proved effective in practical experience.

METHODS

- (1) The preparation and publication of literature, arrangement of lectures, addresses, radio and film material, etc., and general educational propaganda in social welfare.
- (2) Conferences. (3) Field Studies and Surveys. (4) Research.

MEMBERSHIP

The membership falls into two groups, organization and individual.

- (1) Organization membership shall be open to any organization, institution or group having the progress of Canadian Social Welfare wholly or in part included in their programs, articles of incorporation, or other statement of incorporation.
- (2) Individual membership shall be open to any individual interested in or engaged in welfare work, upon payment of the fee, whether that individual is in work, under any government in Canada, or not.

EXECUTIVE STAFF

Executive Director	George F. Davidson, M.A., Ph.D.
Assistant Executive Director	Miss Nora Lee
Executive Assistants	Miss Marie Hamel, M.A.
	Mr. Joseph E. Lennock, M.A. (on leave)
Administrative Assistant	Miss Enid Wynne, B.A.
Executive Treasurer	Mr. Alastair S. MacTavish
Honorary Consultants—Maternal and Child Hygiene	Gynaecologist John F. Podolombe, M.D.
	Pediatrician Lloyd F. Macfie, M.D.

The Spotlight Turns to Winnipeg

THE recent announcement that the University of Manitoba plans to establish a School of Social Work to serve the Prairie Provinces will be welcomed by all who feel that the success of current plans for post-war social security depends largely on the availability of competent, well-trained personnel to assist in the administration of projected services.

Generally, the place of the qualified social worker in the administration of our country's public welfare services was not a very important one until after the outbreak of war. Schools had no difficulty finding employment for their graduates, but there was nothing in pre-war years to compare with the constantly increasing demand for trained workers that we see today. From the beginning of the war to the present time there has been a rising clamour for trained workers to staff the newly developing wartime welfare services of all kinds, and in addition to this, a growing demand in the field of the permanent welfare services. Two additional Schools of Social Work have already been established at the University of Montreal and at Halifax. These are only now "coming into production." With the development now taking place in Winnipeg, the number of Schools of Social Work in Canada will have doubled within the last four years. Nor is this all, for a number of indications point to the possibility that a second French-language School of Social Work may be established at Laval University in the City of Quebec within the measurable future.

So far as the Winnipeg undertaking is concerned, it shows every promise of being an outstanding success. It is being soundly financed through the generous cooperation of a number of interested bodies—the University, the Province, and the Winnipeg Foundation. It is interesting to reflect on the coincidence between the Vancouver Child Welfare Survey in 1927, and the subsequent organization in that city of a School of Social Work, and now, fifteen years later, the Child Welfare Survey of Winnipeg in 1942, and the establishment, almost immediately after, of a School of Social Work at the University of Manitoba. This was one of the specific recommendations of the Winnipeg Survey. It is also to be noted that each of these Surveys was undertaken by the Canadian Welfare Council, and in each case the Director of the Survey was Mr. Robert E. Mills, of Toronto.

Winnipeg has convincingly demonstrated in these last few months that it is not merely planning, along with the rest of us, for the future. It has its sleeves rolled up and is busy doing things,—NOW. It showed a record degree of promptness in reorganizing its child welfare services in line with the Survey's recommendations, and now it shows further evidences of meaning business by going forward with the School project. A tremendous impetus will be given to the development of welfare services in both Saskatchewan and Alberta as a result of this development in a neighbouring province.

WELFARE salutes Canada's Prairie metropolis, the University of Manitoba, the provincial authorities concerned, and those far-sighted, sympathetic, hard-working people whose constant advocacy, in season and out, of a Prairie School of Social Work has now been crowned with success in a way that bids fair to influence greatly the development of sound social work methods through all the central heart of Canada.

"Full Employment" for Post-War Canada: What it Means and What it Requires

PART I

LEONARD C. MARSH

NOTHING in post-war discussions has captured the imagination of the man in the street more than the objective, now reiterated from all sides, of "full employment". More so than "social security", though both are part of the "freedom from want" set forth in the Atlantic Charter as one of the things for which the United Nations are fighting. For the ordinary man knows perfectly well that jobs—or if he is a farmer, remunerative conditions of production and markets—come first. Assurance of minimum maintenance should there be need (including not only unemployment, but sickness, disablement, widowhood and other hazards to which all families are liable) is greatly comforting, and a solid source of morale to a man in his capacity as worker, parent, or citizen. But it puts confidence at a maximum if it is organized along with busy employment—in a word, active production for use of the thousand and one things we need in modern life. Full employment is as simple as that—and as difficult. It is something which, at least for war purposes, we have patently achieved. As a key phrase of the times, it is highly desirable that there

should be widespread discussion and understanding of what it involves.

The Objective of Full Employment

It is well to recognize that it is used in at least two different senses. One voices an objective or demand, which springs from several sources. It is a reaction against experience of depression and mass unemployment which marked so many of the years before the war, and a feeling of determination that it must not happen again. This conviction is not confined to those who actually suffered poverty or unemployment. Depression itself contributed to bringing on the present holocaust, by rendering masses of people, some completely demoralized from lack of jobs, others fearful of losing their property, ready to follow the leadership of fascist-minded demagogues. Looking to the future, we know now that democracy is incompatible with poverty; that it cannot win the strong allegiance of its citizens unless they have the basic minimum of freedom and dignity which only employment provides.

In this sense there are some things which full employment does *not* mean. It does not mean *any* kind of employment: task work instituted for the sake of exacting something in return for a relief dole, for instance; nor the unending

Leonard C. Marsh, Ph.D., for many years on the staff of McGill University, as Director of Social Research, is now Social Research Advisor for the Federal Committee on Reconstruction, and author of the Report on *Social Security for Canada*.

effort, rewarded only by a bare living, which characterizes the peasant population of the world. But equally it does not mean that our goal is a state of feverish activity for everybody, disciplined to turning out a huge total of material production without any regard to leisure or culture or spiritual ends. We do not want the full employment of poverty, nor the full employment of the beehive, but enough employment and sufficiently well-organized employment to give a decent standard of living for all.

In practical labour market terms there are other ways in which "full employment" must be qualified. What it is desired to eliminate is the threat of economic depression (or of widespread dislocation after the present war) bringing unemployment to hundreds of thousands. It does not imply that all transitional unemployment during the time of changing from one job to another can be avoided. Training, placement and social security provisions will reasonably serve to cushion these, provided the underlying recovery of the economy on an expanded peace-time basis is being organized. Certain forms of seasonal unemployment and technological displacement, and unemployment problems of backward or depressed areas (there are still some, little affected by the war) can be met only by specific measures rather than by broad policies of national and international character. The general measures called for are those that will keep in reasonable employment those

among the present population of working age who will want to continue to earn their living after the war. Judging from present experience, it is a larger total than was formerly considered feasible—probably 4,000,000, and perhaps 4,500,000 (including farmers), rather than the maximum of about 3,500,000 which was reached (not all at satisfactory levels of income) in the past. It is true that substantial and growing numbers who have been drawn into present production would not normally be gainfully occupied. On the other hand, upwards of half a million men (in the Services) are, for the duration, out of their former occupation or the ordinary labour market altogether. What is significant is that for all of them, combatant and non-combatant, there are today places to be filled, as fast as the Dominion Employment Service and other agencies of mobilization can find them. Can the promise of peacetime activities ensure as much?

The Economics of Full Employment

Full employment economics—the second sense of the phrase—are called on for the answer. "Full employment", in this sense, is really a shorthand phrase for the modern version, or modern synthesis, of the economics of the trade cycle. There are many kinds of unemployment, but the worst of them all—in many discussions, the only kind at issue—is the mass unemployment of prolonged character due to business depressions. There has probably never been

greater unanimity among economists than there is today on the basic approach to this problem. A simplified statement is possible, but it must not be taken for more than this. A full examination of all its analytical refinements, and even more, the intricacies of its practical implementation, would require much more space.

If it is to avoid depression, a community must spend enough to buy all that it produces. What a modern community produces is broadly divisible into two kinds of goods: (a) the finished products that people can use or eat or wear, "consumers' goods" of all kinds, and (b) equipment, raw materials, machinery, factory plants, and other things of a capital nature which are means of production rather than the end-products, and which are bought with savings. There will be unsold goods and unemployment if expenditures for any substantial period are at too low a level to buy all the goods available; in certain circumstances, stimulation or subsidization of consumption may be desirable and effective (one way, incidentally, is by putting people into uniform and providing for their maintenance and that of their dependents; another is through the many possible varieties of welfare expenditures, and social security schemes). But the more important likelihood of deflationary effects occurs when monetary savings of the community are not being fully turned into capital construction and other forms of physical investment. On many kinds of consumer goods,

total expenditures are comparatively stable. It is the major capital expenditures of the modern economy whose fluctuations are most pronounced: depressions are notoriously periods of low construction activity, while booms (which include, in a special sense, wars) are periods of high and even feverish production in construction, equipment, and "heavy industry" fields generally. Not only this, but capital expenditures are usually by far the most potent in providing employment and in generating further incomes (in the form of wages, payments for materials, etc.). Accordingly it has long been recognized that a direct path to economic stability lay through the possibility of government control or sponsorship of construction and investment projects timed in such a way as to fill up the valleys, and perhaps to cut down the peaks, of private industrial investment. The special problem is to apply the necessary techniques to the particular circumstances—and particular dimensions—of the post-war economy.

The central requirement is to maintain a sufficient rate of investment,¹ more particularly once a high level of national income is attained, as it now is, from a variable combination of both *public* and *private* investment. In the past, in Britain, the United States, and in Canada, the amount and types of capital production under private control have always been

¹The term "investment" (also "capital formation") in economic parlance refers to the total of all physical capital production, not the monetary investments (in securities, etc.) of individuals.

much the larger proportion of the total—often of the order of 75 or 80 per cent. Even so, the capital projects of various kinds within public control, if these had been comprehensively mobilized and flexibly used, could have been a strong force for stability. But they have almost entirely “followed the crowd”: indulged in most freely during the boom, they have been restricted only a little less than private investment in times of depression, when governments have had no reserves, and retrenchment and parsimonious expenditure has been considered the proper and even virtuous practice. The first need is a complete change of our thinking on this point.

Some Post-War Aspects

What is the post-war context of the problem? It is easier to understand than it was, because a war economy puts some features under a magnifying-glass, though there are some elements of distortion in the picture as well.

At least we have a better idea of general dimensions. In Canada, what is necessary to ensure reasonably full employment is evidently a national income—or effort of national production—of the order of seven or eight billion dollars, as at present. At twice the level of the national income of the thirties, this may seem to some too much to expect. But what the war has granted us, economically speaking, is a revelation of the productive capacity which we left unused in depression times. It was obvious in those days that unem-

ployment, of men and resources, was a flagrant waste. Some people discussed what might be possible if Canada had a much larger population. Few, if any, realized that, given the necessary economic and psychological stimulus, it was possible to double our total production using only the existing population. It must be added that industrial, and for that matter, agricultural, expansion has taken place not merely in quantity, but in directions where skill and technical quality are called for to a high degree.

The limit to production is clearly not financial in the old-fashioned sense of the availability of credit or currency: it depends on manpower, raw materials, technical equipment, and a complex structure of organization. It is fiscal, however, in a broader sense, involving a high rate of investment or capital production, and of saving.² What is a normal rate of investment, or “capital formation” is by no means certain for Canada, but it is probably something like one-fifth of the total national income. As far as we know, annual capital formation has amounted to \$750,000,000 or more in some of the best years, and has been much lower at other times. Full employment levels of income would require more like twice this figure.

²The root difference between this and the Social Credit type of analysis, with which it may at first seem to have affinity, is that it focusses on (a) the capital or investment part of the economy, rather than consumption expenditures or deficiencies, (b) remedial action directly on the pace and quantity of capital production, not currency manipulation of “social dividends”. There are other points, (e.g., the operation of interest rates) which are of secondary importance.

Obviously, if this rate of investment, in the neighborhood of \$1,500,000,000 a year, can be kept up, there are markets for both producers' goods and for consumers' goods far beyond any former peace-time precedents. Indeed the doubt in the minds of many who are beginning to analyse this new perspective of the full-employment economy is whether private enterprise, without a new access of vigour as yet unforeseen, will be able or willing to maintain such a level *over the long run* (as distinct from the re-equipment period of the immediate post-war years, which may well be expected to be phenomenal).

Some of the most controversial aspects of full employment policy may arise at this point. For another outstanding feature of the wartime economic situation is the predominant proportion, both of the disbursement of the national income and of capital undertakings, which are of governmental origin—at least fifty per cent of the former, and probably much more of the latter. How soon and how permanently is public investment to fall to a lower proportion than at present? It must be realized that the modern budget (i.e., the actual revenue, tax and loan amounts, and the policies followed in raising and spending them) is a powerful fiscal instrument of balance and control—if we can learn to use it for the purpose. No realist will question that the pattern of both private and public enterprise will be greatly different after this war; though the issue of success in full

employment policy does not stand or fall on this alone. What is really new, for both government and for private industry, is the concept of the "double budget". The first, relating to ordinary or immediate investments and expenditures, remains on the orthodox annual basis; the other must be a reserve or long-term budget, made up of items which can be postponed or accelerated, to be brought into operation only when they are needed in the interests of economic stability. The obvious post-war application of this idea—the need for a reserve of governmental works projects to provide employment and income during the first stages of demobilization and industrial transition—is the one being most widely discussed at the moment. But we shall not be well prepared unless it is widely applied in private industry as well. And above all, a general coordination of other related policies for the transition (particularly fiscal, international trade, and international relief), will also have to be worked out in advance and applied when the time comes.

A final point on which war experience is illuminating may be mentioned (though this is far from exhausting the details of a full consideration). If boom periods in the business cycle in the past, which brought the economy nearest to full-employment levels, were to be regarded with disfavour, because they carried within themselves the seeds of depression, why is the expansionist character of the war economy any better? The

simple (but not completely correct) answer is that the boom features have been taken out. In particular, price controls (and the fiscal and other devices which go with it) have permitted high production and active employment without the inflationary and speculative effects which would otherwise have been involved.

The immediate danger of the post-war period—certainly if a drastic curtailment of government expenditure were made in the absence of any compensations and development of sources of employment and income from elsewhere—is deflation; it might again be inflation if a re-equipment boom, plus an upsurge of consumer purchases, got out of hand before goods were sufficiently available. Will there be a willingness to re-

tain economic controls, with suitable modifications, as a safeguard against these possibilities? Undoubtedly there will if the controls are compatible with peace-time production on a prosperous but balanced scale, and these can be clearly fitted into a democratic scheme of things. One must assume here some evolution, both in economic and administrative techniques, and in citizen understanding of them—also no doubt the continuance of improvisations for new tasks. For the one thing that is now really certain is that wartime and immediate post-war economics will retain many tasks in common for some time to come. Some of those most relevant to full employment objectives will be discussed further in a later article.

REPORT ON *Social Security for Canada*, prepared by Dr. L. C. Marsh for the Advisory Committee on Reconstruction, is now in print and may be obtained from Edmond Cloutier, King's Printer, Ottawa, price per copy, fifty cents. This Report was reviewed in the April 15th issue of *WELFARE*.

REASONABLY full employment after this war has run its course will be the test of the survival of our democracy. A society which persistently frustrates its most profound instincts cannot long endure. Furthermore, if America sinks into deep depression when war orders are withdrawn, she may drag the whole world down. But if we move forward to build a more splendid America, we can lift the world with us . . . Chronic unemployment is not amenable to casework methods. It is a sign of a profound social disease, a kind of cancer eating away at the foundations of the human community.—Stuart Chase, *Survey Graphic*, May 1943.

Canadian Welfare Council's Twenty-Third Annual Meeting

THE Annual Meeting of 1940 was held in Toronto as Belgium and Holland fell and France was crumbling. In Ottawa in 1941, the late David Adie brought his solid Scottish faith in the future to cheer those still dark days, and in Montreal last year, the future was hopeful but uncertain. But as the Twenty-Third Annual Meeting got under way at Toronto's Royal York on May 19th, war tension had eased. The church bells in Britain had rung out the victory in North Africa, "paying taxes to beat the Axis" was paying dividends, and to a larger measure than at any annual meeting since the war began, minds were released for a survey of the serious business which is social work's all-time essential responsibility.

At the afternoon session, ANNUAL REPORT Dr. George F. Davidson, Council Director, in his annual Report, *Our Gathering Social Heritage*, presented a comprehensive review of the performance of Canadian social work during the year, putting the Canadian Welfare Council's contribution in focus.

"The appearance in rapid succession of a series of documents on planning for social security, such as the epoch-making Beveridge Report in Great Britain, the Marsh and Heagerty Reports in Canada,

the Report of the National Resources Planning Board in the United States, all within a brief space, from December of 1942 to March of 1943, has served in each of the respective countries to focus attention on the importance of social welfare planning, and has underscored the importance attached to these problems of human wellbeing by people everywhere."

The full text of the Report may be obtained from the Council office without charge, upon request. The subjects covered include: Social Insurances—Key to Social Security Planning; Public Assistance and Welfare Services—Supplements to Social Insurance; Special Wartime Public Welfare Services; Community Organization; Home and Family Life; French-Speaking Services; and Maternal and Child Hygiene.

Mrs. Henry Munderloh, of Montreal, gave the Report of the Child Protection Fund and the activities made possible by this Fund across Canada. Her report will be included in the Council's published Annual Report.

THE CANADIAN WELFARE COUNCIL was honoured in having as guest speaker, Dr. Eveline M. Burns of Washington, D.C., Chief of the Economic Security and Health Section of the National Resources

Planning Board, in which position she has taken major responsibility for producing the document entitled *Security, Work and Relief Policies*, which is the United States' equivalent of the Beveridge and Marsh Reports.

Dr. Burns' subject was "Post-War Planning and the Role of Social Security." Full text of her address appears in this issue.

ELECTIONS Mr. Philip S. Fisher, Montreal, was re-elected President. Newly elected to the Board of Governors was Mr. W. A. Murphy, Winnipeg, representing Members and Donors.

Mr. Paul Goulet, of Montreal; Mr. André Taschereau, of Quebec City, and Mr. David Reevey, Saint John, N.B., are new members of the Regional Advisory Committee.

Fiftieth Anniversary of Child Protection in Ontario

THE highlight of the two-day conference of the Association of Children's Aid Societies, held in Toronto on May 20th and 21st, following the Annual Meeting of the Canadian Welfare Council, was the celebration of the fiftieth anniversary of the passing of the original Ontario Children's Protection Act. This event, which had such a marked effect on the development of child protection legislation in other parts of Canada in subsequent years, was suitably commemorated in an address, on the evening of May 20th, to the assembled delegates by Mr. B. W. Heise, Provincial Superintendent of the Children's Aid Branch, Ontario Department of Public Welfare. Mr. Heise paid an impressive tribute to the late Sir John Gibson, father of the present Minister of National Revenue, who, as Minister in Sir Oliver Mowat's Provincial Cabinet of 1893, drafted and piloted through the House the Statute which, ever since its pass-

age, has served as the model for child protection legislation in this country.

Tribute was also paid to the late J. J. Kelso, first Superintendent of Child Welfare in the Province of Ontario. An interesting series of lantern slides from the late Mr. Kelso's collection was shown to demonstrate the progress made in the protection of children from cruelty and neglect since those early years.

A full program of group discussions and special speakers rounded out the two-day sittings of the conference. The Association went on record as advocating a change in the present Income War Tax Act, which would make it clear that unmarried mothers are entitled to claim exemption for their illegitimate children.

Mr. G. Grant McEwen of Hamilton, was re-elected President of the Association for the third year, and the following other officers were

Continued on page 17

Post-War Planning and the Role of Social Security

Address to the Twenty-Third Annual Meeting of the Canadian Welfare Council, Royal York Hotel, Toronto, Canada, May 19, 1943.

EVELINE M. BURNS

THE appearance during the last six months of three major reports on Social Security in three of the great democracies, Canada, Great Britain, and the United States is an event of more than ordinary significance. To those who are concerned with the kind of world in which we are to live after the war, these reports represent the first serious attempt to come down from the realm of generalities into the every day world of concrete reality. Each of the documents attempts to outline for its own country the ways and means whereby freedom from want can be assured to its citizens.

SCOPE All three of the programs suggested in the Marsh, the Beveridge, and the National Resources Planning Board reports have certain features in common. Each of them attempts to provide in appropriate ways against the common risks of interruption of

income and other hazards which threaten the security of the ordinary man and woman. Each of them attempts to co-ordinate a body of legislation that had developed in the past on a piecemeal basis. Each, therefore, is vitally concerned with the integration of a variety of programs, with the development of consistent and socially acceptable methods of financing, and with the organization of an effective and appropriate administrative system. Finally, each of the reports emphasizes the role of constructive and preventive measures whose object would be to keep the need for socially provided income to a minimum. Each, in other words, draws attention to the social waste that has occurred in the past due to the failure of society to assure continuous full employment and to provide the health and rehabilitation measures that are necessary for a return to self support.

I should like, if I may, to illustrate this general approach by briefly outlining to you the main proposals contained in the *Security, Work, and Relief Policies* report of the National Resources Planning Board. If I refer mainly to this document it is not because I regard it in any sense as setting a pattern but because it is naturally the program with which I am most familiar. Moreover, I think

Eveline M. Burns received her Ph.D. in Economics at the London School of Economics where she was associated first as student, then as a faculty member with Sir William Beveridge. She came to America in 1926 when she was awarded a two-year Rockefeller fellowship. From 1928 to 1942 she was a member of the Graduate Department of Economics at Columbia University and travelled extensively in the United States, England and on the Continent studying problems of social policy. Dr. Burns is now Chief of the Economic and Health Section of the National Resources Planning Board at Washington, D.C., and was responsible for the preparation of the recently published Report of the Board, entitled *Security, Work and Relief Policies*.

Dr. Burns is the author of *Wages and the State, Toward Social Security* and *British Unemployment Programs*. She is joint author of *The Economic World*, and has also contributed to the *Social Work Year Book*, the *Encyclopedia of the Social Sciences*, and to various technical journals.

it likely that many of you may be interested in knowing the terms in which we are thinking of the problem in the United States.

RECOMMENDATIONS Our major recommendations can be grouped under six headings. We drew attention in the first place to the vital importance of beginning now to plan for full employment. The war has taught us that the most hopeful line of attack on poverty and insecurity is to ensure the full utilization of all our resources, including labour. We have learned that we can, if we care enough, abolish unemployment. We can raise the national income to levels which would have been regarded as fantastic even a few years ago. We stated that the discovery of ways and means of maintaining full employment in the years of peace, as effectively as we have discovered we can do this in a period of war, is a challenge which the United States cannot afford to disregard. But we pointed out in our report that, even if the United States succeeded in assuring full employment, there would still be need for social security measures to guarantee freedom from want for all those who are too old to work, too young to work, too sick to work, or who are undergoing relatively short spells of unemployment due to changes in taste or to industrial technology. We estimated that the numbers of these people would not be small and would increase with the gradual ageing of our population. I suspect that it is not generally realized that, even today with the

tightest labour market and the fullest employment my country has ever known, there are still over four million households deriving all or the major part of their income from one or other of our social security programs. Furthermore, we pointed out that it was unreasonable to suppose, given the immensity of the task, that the nation can count on attaining the goal of full employment with certainty and immediately. Yet every departure from this goal will swell the total of those who need some assurance of minimum income.

We, therefore, proposed, in the second place, that the people of the United States should frankly accept the policy of public provision of work for all those employable persons whom private industry cannot employ if they have been out of work more than six months. I should add that by public work we meant not work relief projects but work on socially worthwhile undertakings, carrying remuneration as nearly as possible equal to that in private employment and correspondingly insisting upon standards of performance similar to those required by private employment.

In the third place we urged the development of special measures for young people. These measures would aim on the one hand to make it possible for all young people to continue their education if they could profit by doing so, and if it seemed reasonable to expect a continued demand for their specialized skills on the part of society. On the other hand, for those for whom

continued education was clearly inappropriate, we urged measures which would enable these young people, if not employed by private industry, to acquire the work disciplines and familiarity with the use of tools which would enable them to compete effectively with other adults on reaching the age of twenty-one.

Fourthly, we urged an expansion of our social insurance programs to provide minimum income for those who are unable to work through no fault of their own or who are undergoing short period unemployment not exceeding twenty-six weeks. Specifically, we suggested extension of coverage of the old-age and survivors insurance and unemployment compensation programs to certain groups now excluded, and immediate adoption of a social insurance plan to provide minimum income in cases of permanent or temporary disability. We recommended too that steps should immediately be taken to enhance the inadequacy of social insurance benefits, particularly through the payment of dependents' benefits for unemployment insurance and disability insurance.

Fifthly, we made specific recommendations looking toward the development of an adequate and comprehensive general public assistance program. Our detailed factual report had shown that this was the vital missing link in our total scheme of social security measures. As a result of the absence or unsatisfactory character of this program in many parts of the United States, thousands of people

who could not meet the eligibility requirements for the other special programs were denied any security at all. Furthermore, the absence of such a program often led to undesirable pressures to place upon the special programs persons for whom these measures were clearly inappropriate.

Our sixth recommendation was in some respects the most important of all. We urged that much greater emphasis than in the past should be placed upon preventive and constructive measures. Our analysis of the characteristics of the public aid population showed that a substantial proportion of them were people who were in need because we had not in the past developed adequate health programs. Or again, they were unemployed because the arrangements we had made through the employment service for putting men in touch with jobs were inadequate. We found too that there are areas of limited economic opportunity with heavy and continuous unemployment and we had taken no adequate steps to make it possible for people to leave those areas and settle in areas of greater economic opportunity. Neglect of these preventive and constructive measures seemed to us wasteful and short-sighted, and we, therefore, urged a great expansion of health measures, education and training opportunities and a revitalization and expansion of the functions of the employment service.

We also made many recommendations for changes in the methods of financing and the administrative

organization of the various programs. These are matters of detail into which I cannot enter at this time.

DIFFERENCES
BETWEEN
UNITED STATES,
BRITISH AND
CANADIAN REPORTS

But while there are, as you will see, many similarities between the

United States, the British, and the Canadian approaches to social security, there are also important differences. These differences, which are mainly matters of emphasis and detail, are only to be expected when one considers the differing economic conditions, forms of government, social ideas and institutions, and past progress and experience with social security legislation. You will note, for example, that our program omits family allowances (except for social insurance benefits) and funeral benefits, both of which play an important part in the Beveridge and the Marsh reports. I suspect that this is partly due to the relatively greater wealth of our country and to our emphasis on full employment. For if one assumes relatively high wages and full employment, the variable costs of families and funerals appear less onerous in the thinking of the ordinary man and woman. I suspect too that the absolutely greater size of our population and our as yet lesser war casualties cause us to be less interested in ways and means of ensuring a growing population.

Again, you will note that the Marsh proposals and our proposals

provide for graduated benefits on a number of social insurance programs, indeed all of them in our case. On the other hand, Sir William Beveridge proposes uniform benefits based upon maintenance costs for all his measures except workmen's compensation. This difference clearly reflects the greater homogeneity of Great Britain. In Canada, and perhaps still more in the United States, wage levels and standards of living, and to a lesser degree, costs of living still appear to impose a barrier to the immediate attainment of uniform maintenance benefits.

These same differences in economic conditions, coupled with very real differences in social attitudes in various parts of the country, account also for the fact that we in the United States do not think it feasible to propose what is in effect a single type of social security measure to provide against all risks for all people. We have found it necessary to develop a series of closely co-ordinated but diversified measures and in this respect our task has been immensely more difficult than Sir William's.

Another notable difference between the National Resources Planning Board and the Marsh and Beveridge Reports is the greater emphasis placed by us upon employment and work. If we have carried farther than you our emphasis upon work programs as an essential and integral part of our co-ordinated social security plan, it is because we in the United States feel very strongly about the

importance of productive employment and because we have had some years of experience which give us confidence that the proposals we are making are in fact workable.

Finally, I do not think it is surprising that Sir William Beveridge's plan is more detailed and specific in terms of the money payments to be made than either the Marsh or the National Resources Planning Board plans. Great Britain has had a longer experience than either Canada or the United States with the operation of social insurance programs and is in a better position to know just what any given level of benefit will cost. Furthermore, over the years the benefit levels in Great Britain have moved very closely toward the objective set by Sir William Beveridge. The British, in other words, are already closer to their goal than either the Canadians or the Americans, and realism compels a recognition of this fact in planning for the future.

OPPOSITION It was to be expected that all three reports would be met with opposition of various types and, here again, I suspect that the experience in the three countries will prove to be surprisingly similar. In my own country perhaps the most common objection to beginning now to put our proposals into effect has been the argument that we must wait until after the war. This general plea for postponement is usually backed up by the assertion that it is impossible now to know what

we shall be able to afford in the post-war world.

It is, of course, true that it is difficult at the present time to specify the exact level of money income which can be guaranteed to all our people in the event of a loss of income from whatever cause. We probably cannot determine whether, for example, the old age pension for an aged couple should be set at \$45 or \$30, or even \$20 a month. But this fact is no argument against developing now the machinery to ensure that no person in the future shall fall below the minimum level which the country finds it can afford *wherever that level may be set*. Our extensive analysis of the effectiveness of existing programs, which forms four-fifths of the *Security, Work, and Relief Policies* report, showed all too clearly how much is still needed to be done to round out the system if even the barest essentials of life were to be assured all our people.

The view that we should wait until after the war before co-ordinating and organizing our social security programs also overlooks the fact that in a large measure the financing of social security involves a re-distribution of income rather than a net burden or loss to the community as a whole. Subject only to the limitation that we cannot guarantee a level of living in excess of our annual production minus necessary investment, the question is not whether we can afford social security but whether we *wish* to afford it. It is, in other words, and subject to this limita-

tion I have mentioned, a question of how much people wish to set aside from their incomes while they are healthy, young, and in employment to ensure themselves a larger or smaller income when they are sick, old, or out of work. It is a question too of how much those who are in the upper income brackets are *willing* to pay in order to make it possible for the lowest income groups to enjoy real freedom from want.

Another objection which we have met in the United States, and which has already been raised in Great Britain, is the argument that we cannot afford these social security programs unless we have full employment. The authority of Sir William Beveridge, quite improperly as I believe, has been quoted for this statement, and the argument is then made that if we had full employment we should not need social security measures. Or alternatively, since attainment of full employment is a prerequisite to operating a social security program, we must solve this problem first and it is then pointed out that full employment cannot be assured until not only national economic problems are settled but also international problems. The effectuation of a comprehensive social security program is thereby postponed to the distant future.

I think that I do not need to remind you that Sir William Beveridge specifically pointed out that Great Britain could have assured minimum social security to its people even in 1937—a year of quite heavy unemployment—

had she been willing to carry through the necessary redistribution of income. The real meaning of his emphasis on full employment was very different, namely, that it is utterly wasteful for a society to operate at less than 100 percent of capacity. We too have pointed out in our report that what the country cannot afford is a continuation of millions of idle and destitute persons. It is indeed possible to argue that the lower the level of national income the more necessary it is to adopt schemes for the redistribution of wealth to assure a basic minimum to everyone. It is a strange fact that we are so willing to recognize this in periods of war: when the supply of goods and services available for civilian consumption is sharply decreased we automatically resort to rationing, and yet we forget this principle when we are talking about whether or not we can afford to have a social security program assuring minimum access to security to all our people in time of peace. As *PEP*,—Political and Economic Planning, the British planning organization—puts it “The more the need for belt-tightening the greater the need for a scheme which places the right emphasis on priority for basic consumer needs.”

POSITIVE REASONS FOR PLANNING NOW To many of us there seem indeed to be a number of positive reasons why the democratic nations should wish to begin their post-war planning activities by rounding out and completing their social security programs.

These measures will be needed to facilitate the transformation of our productive economy from war to peace. We know that this process will take time, that there are many difficult adjustments to be made, and that there is likely to be at least temporary unemployment in the interim. In fairness to our demobilized men and women and to the millions of workers who have entered the war industries, we cannot leave them without some assurance of continuing income pending their re-absorption into peacetime production. You in Canada have already taken steps to prepare yourselves with plans and programs to meet this emergency. We in the United States still have much to do.

We believe that the social security programs are in themselves a part of the broader group of post-war plans. An important step toward maintaining full employment would have been taken if it were possible to assure a minimum amount of purchasing power to every consumer.

Such a guarantee would provide businessmen with the assurance of a certain, although minimum, market and it would at least prevent the downward spiralling of business activity such as we experienced in the United States in the early thirties. From this point of view the development of a comprehensive social security program is a step in the interest not merely of the economically insecure but of the nation as a whole. Not philanthropy but self interest argues for such a program.

Of all the many problems that lie ahead, the field of social security is the one which is undoubtedly the easiest to tackle. Much experience has been gained by the great industrial nations in past years.

**TASK
RELATIVELY
EASY** The instruments which must be utilized to bring about adequate security are not new and revolutionary. In one form or another they are familiar to all of us. We know their strengths and weaknesses, and we know how far we have already travelled and how far we have yet to go. It seems only reasonable to take the opportunity, in the one part of the vast post-war problem where the task is relatively easy, to complete this job in order that we may turn our attention to the more baffling and challenging problems that still remain.

**INTERNATIONAL
EXPERIENCE** I said a moment ago that in one way or another the major institutions for assuring social security are familiar to most countries. In this, the field of social security is somewhat unique. Almost all countries have contributed in one way or another to the development of the programs which are generally adopted or in contemplation. The idea of a comprehensive poor law or public assistance program, which places a responsibility on the community to support its needy members and levies compulsory taxation for this purpose, stems from the English Poor Law of 1601. The idea of social insurance came originally

from Germany in the eighties and has had notable developments in Great Britain, and more recently in New Zealand. The concept of a pension which would be midway between poor relief and social insurance was contributed by the Danes in 1891 and received further development in Canada, New Zealand and Great Britain. More recently the United States has added to our instruments for attacking economic insecurity with the idea of public provision of work. Children's allowances arose out of voluntary efforts in France and somewhat later in Belgium, and were later developed on a compulsory basis in Australia and New Zealand. Finally from Sweden we have much to learn concerning the potentialities of the direct provision of benefits in kind.

Here we have an example of a truly international undertaking. For in a very real sense all nations have contributed to the common

pool of ideas and plans for the assurance of minimum security for all, while retaining the very real advantages of the system of private initiative and enterprise. Here is one of the fields in which the social experiments of the different countries can only redound to the good of all. Success by one country in forging institutions for the enhancement of the welfare of its people does not constitute a threat to the welfare of others. There are no patents or monopolies in the social inventions which have been made by the various countries for the assurance of minimum security. Each new measure is rather an opening of the door of opportunity to the others. We may yet find that the third freedom—freedom from want—modest and unassuming though it sounds, will in fact prove to offer the common ground on which the nations can again work together for the rebuilding of international goodwill and understanding.

FIFTIETH ANNIVERSARY . . . Continued from page 9

named: Honorary President, Provincial Welfare Minister Farquhar Oliver; Honorary Vice-Presidents, B. W. Heise, Provincial Superintendent of Children's Aid Societies, Toronto, and W. L. Scott, Ottawa; Past President, W. Fred Reynolds, Brockville; Vice-President, R. Blake Irwin, Niagara Falls, Ont.; Secretary, Ralph Hubbs, Picton;

Treasurer, N. E. Zimmerman, Renfrew; Board, F. W. Holloway, Sarnia; L. L. Dunning, Cumberland; Rev. Norman Kritsch, North Bay; Richard Clowes, Woodstock; Miss Irene Allen, Toronto; Gordon Foster, Barrie; Advisory Members of Board, Mrs. Jule S. Driscoll, York County, and Bert Beaumont, Hamilton.

A Prairie School of Social Work

NINETEEN hundred and forty-three will be a red letter year in the annals of social work on the Prairie. The University of Manitoba has announced the establishment of a School of Social Work, and with the creation of this department in the University is realized the hopes and desires of many years.

Manitoba has made great strides in social work since the Royal Commission on Child Welfare presented its report in 1929 outlining certain needed reorganization, but this progress has been made more difficult due to the fact that it was necessary to go east or to the Pacific coast for qualified personnel to staff the developing agencies. Very wisely, however, the leaders of social work in the province realized that a School of Social Work without really adequate field work facilities is both unsound and ineffectual, and emphasis was placed on building up the practical community services with qualified staff trained elsewhere before embarking on a local training program.

The ultimate need of a Prairie School was ever present in the minds of the thoughtful group of socially minded people, however, and leadership was given through the Educational Committee of the Council of Social Agencies. To Mrs. H. M. Speechly, Mrs. R. F. McWilliams, Mr. H. G. Dawson, representing the lay community, and to Miss Elsie Lawson of the

Provincial Department of Health and Welfare, Miss Florence Robertson, Winnipeg Department of Public Health, and Mr. Hal Williams, formerly of the Y.M.C.A., and Mrs. Robert McQueen goes much of the credit for doggedly persevering and keeping alive the idea, and for doing really constructive thinking and planning. President Sidney Smith of the University of Manitoba and Dr. F. W. Jackson, Deputy Minister of Health and Welfare, have rendered invaluable help, and thus, thanks to the combined efforts of these leaders, and many others both lay and professional, the dream of a Prairie School is now an accomplished fact.

Adequate finances are assured through provision in the University budget, an extra grant from the Province, and a generous donation from the Winnipeg Foundation. There are also indications of other financial support, scholarships, etc. These very satisfactory financial arrangements will enable the School to go ahead with two full-time workers in charge—a Director and a Case Work Supervisor—who will be assisted by the present University staff and case workers in the field.

The first class will be registered in September for a one year course leading to a Diploma in Social Work. Lectures and field work will be offered concurrently throughout the autumn, winter and summer

terms. The Diplomas will be awarded at special commencement exercises to be held in September of every year.

The admission requirements will be:—

- A. (i) A Bachelor's Degree, or
- (ii) Junior Matriculation standing, present employment by a recognized social agency or governmental service in the field of social work, and full-time experience as a social worker in a recognized social agency or governmental service for at least five years; and
- B. The approval by an Admissions Board in respect of aptitude for social work of applicants.

It is hoped that the School will qualify for membership in the American Association of Schools of Social Work.

And so in the annals of social work in Manitoba a chapter closes and another opens. Those who will reap the benefits from the new School salute those who cleared the road and bridged the ford. The minutes of the Educational Committee tell the record of long hours of voluntary committee work, people interviewed, letters written. It is hoped that those pioneers will feel repaid by the consciousness that the job was well and truly done, and that this new School will bring a contribution of its own to social work in Canada—a contribution which will reflect the width and freedom and vigour of life on the Western Prairies.

SOCIAL WORK AFTER THE WAR

PPRIVATE social work must fit into the new social structure that will be built after the war, but it must be a part of that structure.

The extent and character of private social work in the future are in a twilight zone, dependent on future economic and social trends to give them form and substance. That private social work must be more closely related to public service than it has been in the past, I feel certain. That it will continue to be a laboratory for social experiment seems equally sure. That it will interpret social needs and be a vital factor in planning to meet those needs seems assured. That it will continue to be both democracy and religion in action, unifying the divergent elements of our communities, can be forecast.

The financial future of private social work is uncertain, and hence its exact form cannot be predicted. Anyone who believes that social work can come through a world war and an economic reorganization without being vitally affected is unwilling or unable to face the facts.

Community chests will occupy a position of leadership after the war even more than before the war. Community chests blazed new trails for social work for the past quarter of a century. They must be ready to adjust themselves to the new conditions that will follow this war and not consider themselves and their methods as the last word in community organization and action. I hope and believe that social leadership capable of accepting this challenge will spring from our ranks, probably from our more recent recruits who will not be shackled by community chest traditions.

—C. M. Bookman, reported in *Community*.

Development in American Roman Catholic Charities

IN THE United States, we are part of a great system of Charities, each unit an autonomous administration for its own diocese, linked together by common aims and understanding into a nationally accepted and recognized program of social services. It helps us to recognize that national scope of Catholic Charities. It emphasizes, of course, the individual diocese's responsibility to hold high the standard of achievement of the other Catholic agencies in the United States. But, especially, it imparts a sense of real security in the knowledge that we are treading a well-marked trail smoothed by the prior experience of the pioneers who laid the course for the development in Catholic Charities which these western dioceses, particularly, are now following. It is an undisputed necessity, of course, to accommodate the development of our Western dioceses' Bureaux of Charity to the conditions proper to these localities. Nevertheless, there is much that is valuable for guidance and direction in the experience of those diocesan agencies along the eastern seaboard whose foundation long antedates ours. Among other things, their experience tends to relieve us of fear of trying new methods and adapting our social and charitable programs to changing conditions in the society of which we are part.

REVEREND THOMAS GILL
Director of Catholic Charities, Seattle, Wash.

If one looks back over the history of charity in the Church, there is reassuring evidence of continuous adaptation to new situations and modes of living. This manifestation of vitality was never more brilliantly illustrated than at the time Frederick Ozanam undertook to answer the challenge of humanity's need in the new industrial society. But time marches on. The world today is not even the world of Frederick Ozanam. We who cherish his contribution to Catholic life and thought, to be worthy successors of his tradition, must fearlessly deal with change, present and future.

We do not, of course, advocate anything like a rash, unthinking propensity for a novelty. Rather, we shall subscribe to the sane principle that nothing should be tenaciously adhered to because it is new. Time is not the controlling factor but truth. The method which most helps those who need our help must invariably commend itself to our use. The welfare of human beings is our criterion.

It is neither possible nor desirable to attempt now a full description of the development of that system of organization we think of today when we say "Catholic Charities". It has its roots un-

doubtedly in the origins of the Church herself for the Charities of the Church are an expression of her life and she cannot be without them. But there is certainly a point in the history of the Church in the United States at which a noticeable change was observed in the method by which the Church sought to prosecute its mission of charity to modern life. It is the trend inaugurated by that change on which I wish briefly to comment.

Some have seen the origin of our present movement in Catholic Charities as a more or less negative fact, an attitude of reaction against the practice on the part of certain sectarian agencies in the last century of using philanthropy for proselytizing. The only means of offsetting spiritual detriment, it was argued, was to establish like agencies, offering the same benefits without the peril to faith. Others feel that the unfavorable and unjust criticism heaped upon Catholic Welfare activities by the infamous Strong Investigation Committee of New York City in 1913 simply forced the development of co-ordination as a measure of common defense. A third and much more attractive view holds that the union of charitable efforts on the part of Catholic individuals, groups, and institutions was the logical and inevitable effect of the unparalleled unity of the Catholic faith, worship, and obedience. Which opinion actually explains the fact, I don't know. Probably no single one; possibly all three. Anyway, that is quite secondary.

The important thing is that the plan of organization which resulted is a supple, serviceable instrument for progressive adaptation to our swift changes, also for incorporating and applying to the service of the needy all of the scientific advancement of our age. We do know, however, that the step which immediately contributed to the general adoption of this type of organization in Catholic Charities was the action of the National Conference of Catholic Charities founded by Bishop Shahan and Msgr. Kerby in 1910. After carefully looking over the situation and studying the entire field, this group arrived at the conclusion that some sort of unification in planning and executing a social program on a diocesan wide basis was imperative for the Church in America. Experience with the plan soon revealed the necessity of re-allocating some functions, changing others, supplementing, expanding and even introducing new services. Such is the present state of the diocesan bureaux of charities in general. Their purposes have become, in summary, to give unity to the whole, to set up and maintain good standards of work, to extend a program of service uniform both geographically and socially.

It's a big job. Rome wasn't built in a day, they say. Well, I don't know about Rome but I am absolutely convinced that Catholic Charities won't be. It won't be built in a decade. However, one should derive some consolation and encouragement from the axiomatic

assurance that what is built for permanence ought to be built slowly and soundly. The really vexing part about some impediments to growth, though, is that they are not at all inherent in the process of construction. Rather, they largely consist in destruction—destroying false notions and prejudices to which our Catholic community has certainly not been immune.

Outstanding among these is the strange bias in favour of the hand-to-mouth species of welfare work. Anything which even scents of organization or professional standardization has been, and to a discouraging extent, still is regarded with suspicion. They articulate this objection in the statement that "Charity is simply charity, not social reform, psychology, philosophy, lawmaking, or sociology". Now life is a united process, in spite of our personal views and attitudes. They read life most deeply who read its parts in relation to the whole. The habit of seeing economic need as an isolated fact to be dealt with by concrete measures of material relief rather than as a process permeating and involving a whole life, introduces an arbitrary distinction that is not found in the real condition of the poor. It is difficult to understand the mentality of one who finds it Christlike to feed a hungry man but feels no touch of spiritual grandeur in the more prosaic, less sentimental work, of securing and insuring the normal development of a child—who is potentially a hungry dependent or delinquent

adult—by providing a good foster home environment for him.

Akin to this is the prejudice against the emphasis upon science and skill in social work. Many have assumed that men and women might undertake leadership of economic and psychological insecurity without having any preparation other than sympathy and general intelligence. Is this true of us Catholics? Have we realized that we should match training with training, skill with skill, experience with experience in developing the leadership to whose care we would commit the precious interests of the Charities inspired by the love of Jesus Christ? These questions are quite fundamental. I am quite confident that the attitude they indicate, in most people, derives from nothing more significant than a little short-sightedness. Nevertheless it has its rather ugly aspects. When we ourselves are confronted with the necessity of securing help for some personal need, we strive for and demand competency in the sources from which we seek it. We would be very loath to accept, for instance, good will or kindly purpose as a substitute for medical or legal skill if we needed these. Yet those of us who subscribe to the belief that anyone with a minimum of common sense can do all that is required in charity and social work, is contributing to the poor a service he himself would spurn.

I would not have you entertain for a moment the impression that this state of mind about social work

is an unexpected or insurmountable one. We cannot afford to be dismayed or halted by it. It has seemed opportune to describe it to you in order that you may assist this work by conveying to others the knowledge that such objections have been duly reckoned and

weighed; that at least there does exist another deliberate attitude which consciously repudiates them. You may thus creditably participate in the burden and the reward of the struggle for tolerating none but the highest standards in the service of Christ's needy members.

BRITISH COLUMBIA'S "PROTECTION OF CHILDREN ACT" 1943

CHILD WELFARE in British Columbia is wearing a brand new feather in its cap with the passage at this Session of the Legislature of the "Protection of Children Act". In the new Act the provisions of Section III of the "Infants Act" which had been the statutory authority for protective action in British Columbia have been broadened to include any child who is in need of protection. The usual classifications of neglect have been listed, together with some interesting additions, including exposure to infection from tuberculosis and venereal disease; such lack of medical or surgical care as is likely to interfere with the normal development of the child; ill-treatment of the child to the point where he is in peril of life, health or morality, or neglected so as to be in a "state of habitual truancy or mendicancy."

Procedure under the Act is clarified and brought into line with accepted child welfare practices, and the Act requires that a child shall not be maintained by a Society elsewhere than in a foster home for longer than six months without the written consent of the Superintendent.

Minor changes have been made relating to the establishment of children's aid societies and jurisdiction of a society is limited to the area defined in its application for incorporation.

There is a new section in the Act regulating child immigration, and organizations undertaking to place immigrant children in the Province must be inspected and supervised by the Superintendent of Child Welfare. With regard to children coming to British Columbia from the United Kingdom, guardianship rights are vested in the Superintendent in the absence of any other guardian in the Province. These guardianship rights include that of giving consent to medical care, hospitalization and surgical operations, and of removing the child from any home in which he has been placed, if, in the opinion of the Superintendent, this is in the best interests of the child. The Superintendent cannot give consent to marriage or adoption of a British child guest, or prevent him from returning to his own home or interfere in any way with his real or personal property, and the Lieutenant-Governor in Council may terminate the guardianship rights of the Superintendent by Order-in-Council.

A Twentieth Milestone

FROM the ashes of war have, in the past, grown up virile ideas and movements of constructive value. This statement is not made in defence of war, but to recall to mind that many of the existing social agencies in Canada today developed from a need that was emphasized or, perhaps, first recognized during the conflict of 1914-18. One social agency which claims such origin is that now known as the Family Service Bureau of Hamilton.

A group of community minded citizens, who had been particularly active in voluntary work during the last war, appealed to the Chamber of Commerce to appoint a committee to investigate ways and means to deal with problems "of the unfortunate, the sick, unemployed, and those who in any way whatsoever required the mental, spiritual or financial assistance of their fellows." The appointed committee, over a period of several months, visited and consulted leading authorities on welfare work in various cities, then settled itself to the consideration of what was good for Hamilton.

The Central Bureau of Social Agencies, as it was first named, was duly launched in February, 1923, for the purpose, as stated, of co-ordinating charitable and social welfare work; rehabilitating families and co-operating with all municipal and governmental agencies for the purpose of those ob-

jects. Steps were taken to raise \$5,000 for operating expenses, but clearly stipulated was the non-granting of relief, even of a temporary nature, from the subscribed funds.

Miss Jean Walker, Mrs. M. S. Thomson, and Miss N. Ballentine (now Mrs. G. S. Chandler) were the "trained management." The operation of a Confidential Exchange was what obviously caught the imagination of the public, but the staff, from reports of their speeches far and wide, lost no opportunity of interpreting the meaning of social case work, and were wise enough not to prejudice their cause by use of that then unfamiliar term. The fact that they were dependent solely upon other sources for giving of any financial aid, doubtless made it easier to demonstrate that it was a service-giving organization and just what constructive service meant. At the same time, appealing for all financial help needed both for upkeep and case work, must surely have been extremely time and patience consuming. But standing out as the main thorn in the flesh during those early years was the opposition of the city relief officer who felt that his territory had been invaded and refused to co-operate. This opposition continued in greater or less degree until the

JEAN McTAGGART

*Executive Secretary,
Family Service Bureau, Hamilton.*

public department was re-organized in 1933.

As understanding of the Bureau's purpose increased and more and more citizens called upon its services, it became necessary to open in 1926 a district office in the industrial area at the east end of the city. About this same time, largely due to the initiative of the Executive Secretary, Mrs. M. S. Thomson, and members of the Board, the Hamilton Council of Social Agencies was set up and, among its other functions, took over the Social Service Index, previously known as the Confidential Exchange.

The change in name to the Central Bureau of Family Welfare followed the opportunity to concentrate more fully on "helping each family under care to reach its highest development." More time for this purpose was also released through the organizing of the Hamilton Community Fund in 1928, in which important development the Bureau Executive also played an active role.

It is interesting to note that it was not until the fifth year of operation that relief was definitely included in the auditor's report—\$312.25. With the coming of depression years (and, incidentally, of the present executive secretary) the opposite extreme was reached and during 1933 there was a relief expenditure of over \$27,000, including payment of rent as a piece of co-operative work with the Chamber of Commerce and the City of Hamilton. This experiment ceased after ten months' trial, on

the insistence of the Bureau Board that rent should logically be dispensed as other public relief.

With opportunity to concentrate again upon the treatment of individual family problems, the policy was adopted of limiting the intake as far as possible to those families with whom it was believed a constructive piece of work could be accomplished. With renewed emphasis on service rather than relief, the name was again changed, this time to the Family Service Bureau.

During this same period of deprivation and frustration a new venture undertaken was the sponsoring of a number of groups to fill a need recognized by the Bureau staff as not otherwise being met. This need was not only for the maintenance or restoration of morale, but also for the encouragement of self-help at a time when dependency was an all too easy habit to acquire. Hence, to fun and frolic were added, for the women, such interests as teaching of sewing, economical cookery, home nursing, and the discussion of children's problems. So-called "family nights" were held regularly. Widespread enthusiasm over the men's groups was aroused by young business men on the Bureau's Board aided by dozens of volunteers. In a widely varied program, directed mainly toward furthering the spirit of good fellowship, was the beginning of the Hamilton Victory Garden Scheme which continues a thriving project. In 1938 there were 5,000 participants.

The twelve Amity Clubs, as they were called, developed into

the Amity Association, to which a charter was granted in 1935. From the making of Christmas toys in an unused garage, fitted up with a Quebec heater and a couple of small lathes, to operation of a three-story factory building for renovation and sale of furniture and clothing, with over \$14,000 paid out in one year to persons who would otherwise have been idle, is a long stride, but that is just what happened. The Amity Association is today carrying on an extensive salvage campaign and over a two-year period has made \$26,000 available for Red Cross work.

Another child of the Family Service Bureau, born during depression years, and "doing for itself" since 1937, is the Dale Community Centre. The Public Library's Mountain Branch was, in 1935, being shared as a District Office when, one afternoon three unemployed men sought out the Bureau's representative, Mrs. E. P. Pettit, and asked a number of questions about her work. From the conversation that followed was recognized a need for expression by many other unemployed—both men and women. The effort by Mrs. Pettit, supported by the Bureau, to create a medium for the fulfilling of this need led to the opening of the Centre by Sir Robert Falconer, on June 3, 1936. It was named for Professor J. A. Dale, a former director of the University of Toronto School of Social Work. The history of the development of the Dale Centre, with all the voluntary service which characterized the

community spirit making the venture possible, culminating today in being an increasingly essential part of the community life, under the guidance of Miss Kathleen Gorrie, is a fascinating story.

It is interesting that the reorganization of the Hamilton Hard of Hearing Club in October, 1938, was due to conviction by a staff clerical worker, Miss Stella Phelan, that several family situations known to her might be helped were there such a resource. This staff member became instructor of the group, having had a course in lip reading. The Club gained its independence January 1941, with a paid-up membership of thirty-seven.

"In the Family Court amicable settlement of family disputes are effected by the Family Service Bureau . . . the private welfare agencies are the mainstay of the juvenile and family relations courts." This was an optimistic statement of Judge H. A. Burbidge, but it is true that there is a close, helpful partnership with the Family Court. In conjunction with the Y.W.C.A. an Institute of Marriage Relationships was carried on for one season with such a measure of success that it is planned to repeat this venture in prevention.

The Bureau's most recent community project is a Nursery School carried on in connection with a civic building housing thirty-five families with around twenty-five pre-school children. This nursery school is largely financed by a local Union of the W.C.T.U.

At the inaugural meeting of the Bureau in 1923, Dr. J. H. Mullin made the statement—"Although the new Bureau will be operated by professional workers, it will not crowd out the volunteers." And the policy of using volunteers as widely as possible has been adhered to throughout the years. Otherwise, the program could never have been carried out.

In 1942, some fifty-one volunteers were used in a variety of capacities. This number does not include the Delta Auxiliary to the East District Office, or the less closely affiliated groups.

On the road that has been travelled, these, what might be called adventures into by-paths, have all had a direct bearing on family life and were entered upon because of this fact. The main highway has been the day-by-day

individualized service called case work, the standard of which has been vastly helped by keenness on the part of the staff to keep abreast of current thinking and the encouragement by the Board that they do so. The Family Service Bureau has now a Directorate of twenty-three and a staff of eleven, with an extra case worker soon to be added because of the increased work for the Department of National Defence. These are days of rapid and drastic changes. Like all other social agencies across the country the Bureau is being subjected to wartime pressures and has suffered from loss or loan of highly competent staff. Nevertheless, it looks with confidence toward the future, in a spirit of preparedness to adapt its program to that most conducive to promotion of the best values of family life.

NOTES FROM NUTRITION SERVICES

DEPARTMENT OF PENSIONS AND NATIONAL HEALTH

IT IS AN accepted fact that Canadians are gradually becoming more nutrition conscious and yet individual application of the guide to healthful eating, Canada's Official Food Rules, is far from universal. A *Score Sheet for Each Day's Meals*, recently issued by Nutrition Services is based on the Food Rules and is designed to provide a real challenge in its ratings of very good, good, fair and poor, depending upon the extent to which the health protective foods have been used. Copies of the form, either in English or French, will be provided upon request from Nutrition Services, Department of Pensions and National Health, Ottawa.

Sample lots of these sheets already have been used in school, adult study groups and by public health nurses, both in war industry and in the community and have proved to be an excellent focal point for introducing more detailed information on the subject of nutrition.

By emphasizing food groups the score sheets are helpful also in indicating the basic principles underlying flexibility in menu planning which will become increasingly necessary as war-time problems of transportation and even production interfere with the ever present variety to which we were accustomed in pre-war days.

Pourquoi le Gaspésien Est-il Coopérateur?

DEPUIS longtemps le gaspésien vivait dans une infériorité économique déplorable. Il était l'une des nombreuses victimes du grand capitalisme anonyme et international qui se fonde sur les principes faux de l'individualisme, de la lutte des classes et du matérialisme de l'argent, qui se caractérise surtout par la soif immodérée du profit, la multiplication des intermédiaires et la centralisation des pouvoirs et des biens entre les mains d'un très petit nombre d'hommes. La coopération s'est présentée au gaspésien comme la formule qui non seulement lui donnait la prospérité économique, mais aussi assurerait sa libération en même temps que son bien-être et celui de sa famille.

Les gaspésiens, plus que tout autre, ont besoin de se grouper et de s'entraider. Le gaspésien pêcheur ne peut vivre seul parce qu'il a besoin de farine, de chaussures, parce qu'il a besoin de vendeurs qui écoulent et de consommateurs qui mangent son poisson. Le gaspésien cultivateur ne peut s'isoler sur sa ferme parce qu'il ne peut tout produire et qu'il a sans cesse besoin du médecin, du forgeron ou de l'agronome; le gaspésien consommateur ne peut vivre seul parce que sans les producteurs, sans les patrons et les ouvriers, il n'aurait rien à consommer. Le gaspésien a donc senti qu'il devait se débarrasser d'un système économique qui l'isolait dans sa péninsule et

ABBÉ GÉRARD GUITÉ,
*Directeur des oeuvres sociales,
Diocèse de Gaspé.*

qui ne pouvait le favoriser d'aucune façon. Le gaspésien a des principes chrétiens qui ne concordent pas et qui ne peuvent concorder avec les pratiques actuelles de la finance: il croit fermement que les valeurs humaines ne peuvent s'exprimer par des signes de piastres. Il a une conception plus sociale de la famille, de la richesse et du travail; il est père de familles nombreuses qui coûtent cher à élever et éduquer. Le gaspésien a compris que s'il voulait réussir, il lui fallait un système mieux bâti à la mesure de sa personnalité et de sa taille et qu'il devait être le maître de ses richesses naturelles et de ses ressources pécuniaires.

En jetant un regard sur les années en arrière, avant la réforme coopérative, nous constatons que le système capitaliste n'a jamais apporté sur le sol gaspésien, sauf quelques lueurs de prospérité fugitives, que l'instabilité, le désordre, la pauvreté et la souffrance dans la vie économique et sociale du gaspésien. Il a compromis pour longtemps notre industrie gaspésienne de la pêche et l'a réduite dans un tel état, que lorsque l'on veut parler des abus du système capitaliste, le premier exemple que l'on donne partout est celui du pêcheur gaspésien; il a laissé languir notre agriculture au stade primaire de son développement, il a gaspillé nos

inépuisables ressources forestières, pillant impitoyablement les bassins de nos rivières en temps de prospérité, pour expédier notre bois tout rond à New-York ou au Nouveau-Brunswick, laissant pourrir notre forêt sur pied durant les longues années de crise; il a laissé dormir dans l'improduction nos réserves minières, nos puits de pétrole, sans tenter d'efforts appréciables pour les exploiter au profit de la péninsule et de la communauté, il a surtout laissé partir et forcé même de s'expatrier la grande majorité de nos gaspésien et de nos gaspésiennes, il a laissé se perdre irrémédiablement pour nous notre magnifique capital humain, la plus grande de nos richesses.

C'est donc avec raison que le gaspésien s'est tourné vers le système coopératif, parce qu'il devait y trouver le respect des valeurs de notre civilisation, du caractère social de la famille, de la doctrine sociale de l'Eglise à laquelle il est attaché et qu'il désire incarner dans sa vie économique.

Qu'est-ce que la coopération?

Le système coopératif, est d'abord comme son nom l'indique, un esprit de collaboration, de bonne entente, d'union et d'association, qui marque une réaction violente contre l'individualisme et la concurrence, établie comme les deux premiers commandements du capitalisme. Le coopérateur croit que l'union fait la force, que seule l'association étroite des petits et des faibles sur une base d'égalité et de justice, peut leur permettre de se défendre efficacement contre

les appétits effrénés des puissants monopoles et de promouvoir efficacement les intérêts identiques d'une classe, d'un métier ou d'une même profession. Le système coopératif cherche surtout à trouver des terrains d'entente; il reconnaît qu'au-dessus des intérêts égoïstes et des biens particuliers qui s'opposent et s'entre-détruisent, il y a le bien commun qui les unit en les multipliant, les fortifie, et leur permet de se réaliser en plénitude. C'est tout le sens et l'explication déjà prouvée par les faits de la devise coopérative; "un pour tous et tous pour un."

Le système coopératif veut rétablir l'ordre des valeurs dans le monde, où le désordre organisé règne en maître. Il veut remettre à sa place, c'est-à-dire, au-dessus des capitaux, au-dessus des dividendes et des profits, la personne humaine; et c'est pourquoi une coopérative est une association de personnes, plus qu'une association de capitaux anonymes. C'est une association de personnes où tous ont les mêmes droits, et où il n'y a pas de privilèges qui permettent aux plus forts ou au moins scrupuleux de s'emparer de l'entreprise et de la faire tourner à leur profit. Tous ont le même droit de vote, tous ont le même droit de contrôle, quel que soit le montant de leur capital souscrit, quel que soit le chiffre de leur fortune ou leur rang social. Et c'est ce qui fait que la coopération favorise le petit peuple, surtout qu'elle favorise l'union et la collaboration entre les classes.

Mais la coopération fait plus que de restaurer la personne humaine

à son rang de chef et remettre le capital au rôle de serviteur; elle veut développer les ressources de toutes les intelligences et de toutes les volontés. Elle est une école de vie, une école de réalisations, une usine d'intelligences et de caractères, tendant vers l'épanouissement et vers la lumière. Il y a dans la tête de nos pêcheurs, de nos colons et de nos cultivateurs, des richesses inexploitées, que le système capitaliste a laissé se détériorer, en faisant croire à nos gens qu'ils étaient incapables de conduire eux-mêmes leurs affaires. Et, le plus grand bienfait de la coopération n'est-il pas de leur redonner foi et confiance en leur propre valeur humaine, et de les faire tendre vers une espérance, vers une ascension plutôt que de les laisser se corrompre et mourir dans la révolte et le désespoir? Ce n'est que graduellement, mais toujours de façon continue, que la coopération corrige les abus dont nous avons parlé, et qu'elle redresse les situations: elle tend d'abord à faire de tous,

des épargnants, puis des propriétaires, et enfin des administrateurs.

La magnifique expérience des Pêcheurs-Unis a déjà prouvé que les pêcheurs peuvent être autre chose que des pensionnaires de l'Etat, des ignorants et des découragés, dont certains romans ont fait un portrait peu flatteur, qu'ils peuvent devenir par l'action et l'éducation coopérative les bâtisseurs et les administrateurs d'une merveilleuse entreprise; l'histoire de nos Caisses Populaires démontre à l'évidence que nos cultivateurs peuvent administrer sagement leurs capitaux, et les utiliser à leur bénéfice et au plus grand avantage du bien commun. Et le chapitre de l'exploitation de nos valeurs humaines en Gaspésie, n'est pas terminé; nous n'en sommes qu'à la préface, mais déjà nous pouvons rendre ce témoignage à toutes nos coopératives qu'elles ont haussé le niveau intellectuel et moral de notre population, autant que son niveau économique et social.

(à suivre)

SOCIAL SECURITY IN UNION OF SOUTH AFRICA

THE Government of South Africa has announced the appointment of a committee to investigate and report on the subject of social security.

The terms of reference to the committee are as follows: "To investigate and report on the existing social services and social security arrangements and to recommend a scheme for the future involving any necessary extensions of the existing measures or the introduction of new measures.

"In such investigation and report the committee shall have due regard to the productive capacity of the Union and its possible increase, to existing facilities for preventive and curative work and to necessary safeguards to preserve individual responsibility, initiative and thrift."

The committee will be required to report to the Prime Minister as soon as possible.

—*The Labour Gazette*, April 1943.

Ontario Old Age Pension Inadequate

MR. A. W. LAVER, Commissioner of Public Welfare for the City of Toronto, recently presented a report to the Committee on Public Welfare requesting an increased allowance to Old Age Pensioners. There are 59,000 of these old people in the Province of Ontario, approximately 11,000 or nearly 20% of whom reside in Toronto and are, therefore, within the jurisdiction for which Mr. Laver's Department is responsible.

The following statement, showing an analysis of the cost of living and the minimum needs of old age pensioners, supported the recommendation. It should be noted that the cost of food was calculated on the basis of the Tisdall-Willard-Bell Report except where the pensioner, not forming part of a family, resides alone in which case the cost was based on the allowance provided for in the Campbell Report, plus 60%. Clothing costs also were computed at retail prices based on accepted standards.

The present maximum allowance for an Old Age Pension, \$20.00, is thus seen to be inadequate by from \$3.52 to \$9.26 per month. Attention was also directed to the fact that this statement makes no provision for special diets, household remedies or any additional care that might be required by reason of illness or chronic ailment.

As we go to press, the Report has been adopted by the Toronto Standing Committee on Public Welfare. Copies have been forwarded to the various Provincial and Federal Ministers directly interested in the subject and the Board of Control has been instructed by the Toronto City Council to make an appointment with the Premier of Ontario so that members of the Council, of the medical profession, Welfare organizations and other interested bodies may make direct representation, urging the increase of the allowances.

<u>Monthly Allowance</u>	<u>Living as part of family</u>	<u>Living alone</u>
Food—(Tisdall-Willard-Bell Report)	\$ 9.27	—
Food—(Campbell plus 60%)	—	\$10.40
Clothing—Women	1.92	—
Clothing—Men	—	2.53
Shelter—Including heat and services	8.00	12.00
Incidentals	4.33	4.33
	<u>\$23.52</u>	<u>\$29.26</u>

Safeguarding Vision In War Industries

PEACETIME conditions, time and opportunities permit gradual and thorough education of workers to an understanding of eye hazards and of the necessity and use of goggles and other safeguarding appliances. Also under peacetime conditions the expansion which may occur in any industry is usually gradual and new employees may be dealt with individually. In the rush of wartime and rapid expansion of industries to meet urgent demands for much needed munitions, large numbers of new and hitherto inexperienced workers are suddenly drawn in and set to work. In the rush of such rapid expansion, it is difficult, if not almost impossible, to give the individual attention and education from the safety point of view. Under such circumstances it becomes doubly important to organize safety measures as thoroughly as possible and to ensure adequate provision of appropriate safety appliances, proper understanding and co-operation by employees, and a considerate and comprehensively thorough point of view on the part of the management.

The efforts of Workmen's Compensation inspectors and plant safety engineers are complementary in providing necessary safeguards on high speed grinders,

Col. E. A. Baker, Managing Director of the Canadian National Institute for the Blind, himself blinded in the Great War, has made a contribution of inestimable value in the prevention of blindness and the adjustment of blind persons to life and to industry.

COL. E. A. BAKER

cutting wheels and other equipment apt to break or throw off particles which might injure the eye. Also there should be provision of safeguards against welding sparks, irritating dust, chemicals, fumes, etc. Plant division superintendents, departmental supervisors, foremen and forewomen, should be given a thorough understanding of eye hazards which may exist in the plant concerned; of the safeguards being applied on equipment and for any operation involving hazards to workers; of safety appliances considered essential and provided to be worn by workers for their own protection; of the necessity of the fullest understanding and co-operation of all who are responsible in any degree for plant operations, to observe all such safeguarding appliances for equipment and workers, in operation to make certain that they are in serviceable condition and are adequately meeting requirements; of educating and reasoning with workers who may be taking any unnecessary risk in the operation of a machine or in not making full and proper use of safety goggles, face masks, etc., as provided. Posters, films, demonstrations and open discussions can be most valuable in promoting a thorough understanding and interest.

It then becomes the duty of the safety personnel in the plant with

the co-operation of all supervisors, foremen and forewomen to make certain that all safety measures are observed and safety appliances utilized.

Some months ago I was consulted by the safety engineer of a large war plant which had expanded very rapidly. On his invitation I visited the plant, inspected various safety appliances, had a discussion with members of the staff and then asked, "How many cases of eye injuries including foreign bodies under eyelids, has your plant medical centre dealt with in the last six months?" I was told "600". I then asked, "In how many of these cases were the employees wearing goggles or face masks?" The answer was "Not one". I then asked "In how many cases of workers wearing goggles and face masks provided was there an eye injury or any necessity to report to the medical centre?" The answer was "Not one".

I then pointed out that something else besides the mere provision of goggles and face masks and education or even penalties to workers who did not make use of them, was necessary. Too often the management may purchase many gross of the various types of goggles and face masks considered necessary. When a new worker arrives at the plant he or she is instructed to secure an issue of a pair of goggles or a face mask, as required. The worker may be quite prepared to co-operate and approximately 50% of the cases will find in the limited range of goggles or face masks an appliance

that will meet requirements, will not interfere too much with working vision, will fit the face and will be reasonably comfortable. Some of the remaining group may wear their appliance even though it does not fit but they will suffer from discomfort, a certain amount of nervous irritation and fatigue, and finally some loss of efficiency. The remainder, many of whom would be ordinarily willing to co-operate, fail to use their appliance for a variety of reasons:

- (a) They may have a refractive error or other eye condition requiring the wearing of ordinary glasses. Such workers are faced with the decision as to whether they will wear the goggles or face masks over their glasses, under their glasses or instead of their glasses. In any case they will not be able to see or work so well. Hence they simply do not wear the appliance.
- (b) Some find that in the narrow size range of goggles or face masks there is not one which will comfortably fit either because the appliance is too large or too small, or cannot be adjusted to fit. Many of these may take the appliance to their workbench but for most, if not all, of the work done will dispense with it.

The cost of providing properly fitted goggles or face masks and of building in correction for workers who have an eye defect and must wear glasses, is small compared to the cost of lowered efficiency, lost time and especially lay-offs or per-

manent disabilities which may result from an accident to a skilled and valuable worker, to say nothing of a possible lifetime handicap for that worker. Therefore, it is entirely reasonable to conclude that the management of any industry in wartime or peacetime will find that it will pay incalculable dividends to provide properly fitting goggles with correction built in, where necessary, properly fitting face masks, and any other necessary appliances fitted, to ensure comfort and convenience for

the worker, their unquestioned use, and the safety they will afford. No worker should be penalized by discharge or fines for the non-wearing of safety appliances unless and until there is every reasonable evidence that the appliance has been properly adapted to the individual and can be worn comfortably. A considerate management, a co-operative worker and thorough safety measures under capable supervision, are the prime requisites for the prevention of eye accidents in any industry.

ADOLESCENT DELINQUENCY

WARS ARE fought and won by the matching of aggression with aggression, ruthlessness with ruthlessness. The culture of a nation tends to change from prohibition to permissiveness of violence. When the adult world is engaged in work of destruction, adolescents will, in effect, engage in similar activity even though it may be inappropriately directed. If this is not brought about through example, it may be brought about through the opportunity that is being afforded for the expression of those primitive impulses that have been curbed from early infancy and eventually made dormant in the interests of orderly civilized living. When the modifying influences of the adult world itself give sanction to that which was formerly prohibited, these buried urges come to the fore and the censor (conscience) always operating against pressure from within, becomes sufficiently weakened during such period to permit expression in the form of behavior designated as anti-social . . .

In war-affected communities we have the usual conditions brought about by overpopulation and inability of the community to absorb the newcomers into their own cultural milieu. We have inadequate wholesome recreational resources and greatly overburdened social service . . . We have the usual spectacle that is characteristic of the boom town with congested housing, crowded living quarters, inadequate schooling, undesirable commercial recreation, distortion of the ratio between the male and female sexes resulting in sex delinquencies and problems around prostitution and, in general, life on a more primitive level. We also have the spectacle of greater economic opportunities superimposed upon unwholesome social conditions, resulting not in improved living standards but, as a matter of fact, in further deterioration . . .

What is needed at this time is the mobilization of all personal and group services, private and public, in the interest of our adolescents and children, cutting across functional and specialized lines and considering the adolescent personality needs on a unitary basis.

. . . There is no guarantee that democracy will be preserved and fostered if we do not assure ourselves of a mentally sound and emotionally healthy adult of tomorrow who is the adolescent of today.

—John Slawson, New York, in April issue of *Survey Midmonthly*.

National Planning Needed for Canadian Children

WHEN the Soviet peoples commenced the reconstruction of their country, they regarded the care of their children as highly important and the country's efforts were expended in a systematic development of child life. It was a national interest.

While we punned and smiled at their efforts, the Nazis educated their own youth in a national awakening, converting the growing generation into the Nazi way of life.

Strange as it may seem, while we in Canada have watched the British people swing into the same trend, we have not as yet made any provision for the development of Canadian children on a national scale.

One good result the war has brought the average school child is the gradual disappearance of the underpaid country school teacher. If present trends continue, education will have to be given on a much broader basis and eventually the township school board will give place to the county board with more leadership from the province. The school will then take on the responsibilities of a community centre. Already efforts are being made in urban municipalities to build the school into a socializing influence in the district which it serves.

BERT BEAUMONT,
*Children's Aid Society
of Hamilton*

Delinquency rose considerably during 1941 and levelled off somewhat in 1942, yet many communities have definitely curtailed their recreational and playground services. In one large centre, the recreational and playground budget was lower in 1943 than in 1930. On the one hand, lack of trained personnel has curtailed many of the private services in the field of recreation. On the other hand, shift work in the larger cities has driven many of the children on to the streets so that tired workers may sleep. In many homes several members of the family are asleep at all hours and children have to go away to play. We are sorely in need of a national program of community recreation.

Complaints continually come in from different sections of the country where families are unable to find a home, because they have children. Yet, according to Professor Watson Kirkconnell of McMaster University, who has made a study of population trends, our families should have an average of four children to permit the nation to survive.

In many of the larger cities, families are actually being broken up so that all may have a roof over their heads. Applications pour into Children's Aid Societies from

parents who desire to board out their children because they can find nothing but a room. Recently in the City of Hamilton, a family with twelve children could find no place to stay, necessitating a very complicated placement of the children in different parts of the city.

Many of our children only live in a "house"—they have lost their "home". Both mother and father are working, hoping to put something away for the rainy day which they feel sure is coming. Quite often parents want to "pay off the house", forgetting that they are really "losing the home". Many have already lost that atmosphere of family solidarity. In one Ontario city of 180,000 population it has been found that nearly 1,000 children got their own lunches while parents work, and in many cases the same children assist in preparing the supper after the mother arrives home.

We need a definite policy, through our Selective Service offices, to take care of the home at the same time as we are considering our war needs. When women were first induced to enter industry, it was thought that single women would be absorbed first, then married women without children, and as a last resort mothers with young children, but the scheme has not worked out that way. If a mother states that her children are being given care to her satisfaction, she is placed in industry, and frequently mothers are satisfied with less than proper care. If national plans are being

made this fall, therefore, to give work to many more women, some scheme should be arranged whereby the home will receive a greater measure of protection.

One questions the capability of some of these mothers to give their children adequate care after a hard day's work in a munitions factory. Could we not work out some plan whereby married women who must work will be able to replace single persons in part-time non-essential war work so that the mothers will be employed only a small portion of the day allowing them to leave home late and return early?

Further, has not the time arrived when we should arrange some form of national planning for our children, thus assisting the provinces in the development of their child welfare programs and studying the problems respecting municipal, county and township boundaries: In other words, co-ordinating every phase of child welfare? One feels at times that the child is the innocent victim, almost the guinea pig, of many groups,—each catering to some part of its life. One can see no reason why public and secondary schools, recreational and delinquency services, Children's Aid Services, Big Brother and Big Sister Movements, child welfare services and all such organizations whose activities centre around the well-being of the growing generation should not be linked together in one common purpose. Perhaps we should have a Children's Bureau such as the Americans have

in Washington: it could be a branch of the Canadian Welfare Council or alternatively centred in a government department. If it is possible for us to get together from all over the Dominion to plan the welfare of our British Child

Guests, surely we can meet together to plan for our own Canadian children. There are many who believe that the country is waiting for leadership along these lines and that the public is willing to be guided.

Couchiching Summer School

THOSE who have attended Summer School at Geneva Park in the past will receive with interest the announcement of the National Council of the Y.M. C.A. that this year, in spite of war and its dislocation, there is being planned another session in the delightful quarters on Lake Couchiching. August 29—September 5 are the dates, and reservations should be made as early as possible.

Careful thinking and planning has been done by the Couchiching Summer School Committee throughout the winter and spring, and there is every indication of most interesting addresses and discussions on the general theme "Mental Hygiene Insights into Work with Individuals and Groups". The program will follow the usual pattern of morning and evening sessions, with the after-

noons free for recreation, relaxation and enjoyment of woods and lake.

Here, in the words of the official announcement are four reasons why persons interested in any aspect of welfare should attend:—

- (1) It is a chance to share successful experience in social engineering with trained persons from other agencies.
- (2) You may sharpen your techniques for working with individuals and groups in wartime.
- (3) There you will meet interesting personalities in the fields of education and recreation.
- (4) This is the year for "invested vacations". Invest part of yours in this conference.

HEALTH INSURANCE

THE 558-page Report of the Advisory Committee on *Health Insurance*, known as the Heagerty Report, which includes eight maps and the text of the draft bill, is now obtainable from the King's Printer, Edmond Cloutier, Ottawa. Price per copy \$1.50.

A historical survey of the evolution of the social security idea through the centuries, as well as an account of both voluntary and compulsory national health insurance schemes in operation today in all countries of the world, form part of this considerable volume.

Beatrice Webb

— Impenitent Reformer

An editorial tribute from *The Ottawa Journal*,
May 5, 1948.

IT IS ODD that at a time when "social security" and "reform" are on the lips of everybody so little attention should have been attracted by the death of Beatrice Webb. She died in London on Friday (April 30), at the age of eighty-five.

It was said of Beatrice Webb that she lived "generations before her time." Born to wealth and high social station (she was a daughter of Richard Potter, who was at one time chairman of the Grand Trunk Railway of Canada) she decided in early girlhood to devote her life to the cause of the poor, trained herself in England and Germany for her task. One of the earliest members of the renowned Fabian Society, a group which set out to give intellectual content to the Socialist movement, and which embraced some of the brightest minds in England, including that of Bernard Shaw, she turned out while still a mere girl a monumental work on *The Co-operative Movement in Great Britain*. It was the day of Mrs. Annie Besant and Graham Wallas, when the London dock strikes were shaking Victorian smugness to its foundations, and through her work for the Fabians Beatrice Webb's name became something of a battle-cry.

It was in the Fabian Society that Beatrice Potter met and married Sidney Webb, a union which became one of the most extraordinary

intellectual partnerships in history. Together "the Webbs" became a sort of handbook on reform, a veritable encyclopaedia of economic and social knowledge; and together they turned out a series of tracts and books which became, and stand today, the chief literature of British Socialism.

The Webbs carried on what became one of the most famous of the political salons of London. Winston Churchill, broadcasting in London a month ago, said "I am an old social reformer." Churchill learned his social reform at the feet of Beatrice and Sidney Webb; one of the many brilliant young Liberals and Tories who rubbed elbows with labor leaders and workers and continental socialists and literary characters who were always to be found at the Webbs'. Together the Webbs founded the London School of Economics, famous cradle of British intellectual radicals; and together they had a hand (with Bernard Shaw) in founding *The New Statesman* now the *New Statesman and Nation*.

But the greatest of the many volumes produced by the Webbs was their work on Russia—*Soviet Communism: A New Civilization*—in 1935. That work brought them much criticism, bitter attack from certain quarters; but history was to sit in stern judgment on their critics. Today it is admitted

that, of all those who went to Russia and wrote on Russian Communism during the past two decades, none wrote with more fidelity to objective reporting than Beatrice and Sidney Webb.

Beatrice Webb lived until the end an impenitent reformer, faith-

ful to the last to the under-dog. It was characteristic of her that, when her husband went to the Lords and became Lord Passfield, she insisted on remaining "Beatrice Webb". As Beatrice Webb, one of the great women of her time, the world will long remember her.

About People

The Board and staff of the Family Service Bureau can feel justly proud of the part played by that organization in Hamilton during the past twenty years. A report of the accomplishments of that Bureau will be found elsewhere in this issue.

* * *

Mr. K. O. Mackenzie, formerly Executive Secretary of the Children's Aid Society serving the city of Brandon and Western Manitoba, has been appointed to the staff of the Child Welfare Division of the Provincial Department of Health and Public Welfare at Winnipeg. Brandon will continue to be served by Mr. and Mrs. Sydney McArton with the former carrying the administrative responsibility.

* * *

A graduate of the Toronto School of Social Work, and formerly with the Ottawa Children's Aid Society, Miss Frieda Funk has completed her training with the R.C.A.F. (W.D.) and has received

her commission. With the rank of Assistant Section Officer she will be Auxiliary Service Officer in No. 4 Training Command stationed at Calgary.

* * *

Mr. David Hanna, formerly of Grey County Children's Aid Society, has been appointed to the staff of the Waterloo County Children's Aid Society.

* * *

The Welfare Council of Toronto and District has a new Chairman who is also its Treasurer, Mr. R. C. C. Henson. Mrs. George D. Kirkpatrick is the Chairman of the Executive Committee, and Reverend J. G. Fullerton is Vice-Chairman.

With these officers and an active Board of Directors, and with Miss Touzel at the helm, the Council will continue to be the active force in the welfare field in Toronto that it so successfully was under the leadership of Mrs. Kaspar Fraser.

Mrs. Ethel Hughes, formerly Executive Secretary of the Cornwall Family Service Bureau, has resigned.

* * *

Grey County Children's Aid Society is to be congratulated on securing the services of Mr. Donald Adamson, formerly on the staff of the Protestant Children's Homes in Toronto.

Mr. Adamson and his wife are both graduates of the Toronto

School of Social Work and their experience gained in varied fields will be of great value to Owen Sound and the surrounding county.

* * *

Mr. Christian Smith, formerly City Editor of the *Saskatoon Star-Phoenix*, a staunch advocate of all phases of welfare, has joined Dr. Gordon Bates in the National Health League of Canada as Publicity Director.

ADDED TO THE COUNCIL LIBRARY

For loan system, see March *WELFARE*

BOOKS

Social Work. Witmer.

Concerning Juvenile Delinquency. Thurston.

In Quest of Foster Parents. Hutchinson.

The Child and the State. Grace Abbott.

PAMPHLETS

Case Work Treatment of a Child. Garrett.

A Study Home. Its Program and Function. Child Welfare League of America.

A County Worker's Job. Strode.

The Role of Substitute Parents in the Life of the Emotionally Deprived Child. Child Welfare League of America.

Case Work in a Children's Institution when Provided by a Separate Child Placing Agency. Child Welfare League of America.

Maternity Homes and Case Work Service. Child Welfare League of America.

Day Care of Children in Wartime. Canadian Welfare Council.

Juvenile Courts in Canada, Reprinted from *The Canadian Bar Review*, January, 1943. Laycock.

Three Papers on Home Finding. New York Association for Jewish Children.

Growing Up in a World at War. Institute for Psychoanalysis, Chicago.

Case Work with Children. Nine articles published by *The Family*.
The Role of the Volunteer in Preventive and Corrective Work with Children. Dr. Kenneth Rogers.

The Canadian Welfare Council

BOARD OF GOVERNORS, 1942-1943

Hon. President: J. H. ... Sec., Toronto ... S. Fisher, Esq., Montreal

Division I.—Maternal and Child Hygiene	Hon. Chairman—Dr. J. Denton Angus, Ottawa
	Chairman—Dr. Jean Goggin, Quebec City
	Vice-Chairman—Dr. R. S. Peat, Kingston
" II.—Child Care and Protection	Hon. Chairman—Dr. Robert C. Wallace, Kingston
	Chairman—Mr. Robert E. Mills, Toronto
	Vice-Chairman—Mrs. L. Holland, C.B.E., Vancouver
" III.—Family Welfare	Hon. Chairman—Mr. G. A. Chase, Montreal
	Chairman—Mrs. Dorothy King, Montreal
	Vice-Chairman—Mrs. Mary McPhedran, Vancouver
" IV.—Community Organization	Hon. Chairman—Mrs. Roger Fraser, Toronto
	Chairman—Mr. C. H. Young, Montreal
	Vice-Chairman—Mr. Martin Conn, Toronto
" V.—Leisure Time Activities	Hon. Chairman—Mr. G. Cameron Parker, Toronto
	Chairman—Mr. Harold Cross, Montreal
	Vice-Chairman—Mr. E. A. Corbett, Toronto
" VI.—Delinquency Research	Hon. Chairman—Mr. M. Atkinson, Toronto
	Chairman—Dr. C. H. Rogers, Toronto
	Vice-Chairman—Mrs. W. A. Williams, Ottawa
" VII.—Public Health Administration	Hon. Chairman—Mr. A. W. Laves, Toronto
	Chairman—Dr. R. E. Jagger, Toronto
	Vice-Chairman—Mrs. J. Bradley Lewis, Ottawa
" VIII.—French-speaking Services	Hon. Chairman—Dr. J. G. Montreuil, Montreal
	Chairman—Mrs. Pierre Casgrain, Montreal
	Vice-Chairman—Mr. Gaston Parize, Quebec City
" IX.—Community Clubs	Hon. Chairman—Mr. J. M. Macdonnell, Toronto
	Chairman—Mr. Irving P. Radford, Montreal

Governors representing General Agencies in

Membership: Mr. C. H. A. Armstrong, Toronto
 Mrs. J. R. Mitchell, D.D., Toronto
 Mrs. C. M. Thiburn, O.B.E., Ottawa

Governors representing Finance and General Interests

Mr. John T. Hackett, K.C., Montreal
 Mr. H. P. A. Hartman, Kingston
 Mr. W. A. Murphy, Winnipeg
 Mr. F. ... Dundas
 Mrs. Henry Munro-John, Montreal
 Dr. R. G. McCaughey, Ottawa
 Mrs. Carol McIntosh, Halifax
 Mr. L. Perley-Robertson, Ottawa
 Mr. Kenneth Wilson, Ottawa
 Mr. B. ... Toronto
 Mr. Philip ... Montreal
 Senator the Hon. Cairine Wilson, Ottawa

REGIONAL ADVISORY COMMITTEE

PACIFIC COAST

Mr. F. E. Windsor, Victoria
 Mr. G. J. McNulty, Vancouver

PRAIRIE PROVINCES

Mrs. John Gillespie, Edmonton
 Mr. H. ... Howard, Calgary
 Mr. Maurice Brown, Calgary
 Mr. D. J. Thom, K.C., Regina

ONTARIO

Mr. W. E. Reynolds, Hamilton
 Col. R. F. Inch, Hamilton
 Mr. Justice Robert Taschereau, Ottawa
 Mr. John B. Laidlaw, Toronto
 Mr.
 Mr. A. J. Miller, Toronto
 Mr. J. G. McDermid, London

ONTARIO—Continued

Mr. Lawrence ... Ottawa
 Mr. Claude B. Lewis, Toronto

QUEBEC

Mr.
 Mr. Jack ... Montreal
 Mr.
 Mr.
 Mr.
 Mr.
 Mr.

MARITIME PROVINCES

Mrs.
 Mr.
 Mr.
 Mr.
 Mr.
 Mr.

HONORARY COUNCIL

Mr. W. ... K.C., Ottawa
 The Hon. J. D. ... Ottawa
 Mr. ... K.C., Ottawa

Dr. Charles ... K.C., Ottawa
 Mr.
 Mr. ... K.C., ...